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Northwest Territories Emergency Plan

Northwest Territories Municipal and Community Affairs

Northwest Territories Emergency Plan

Foreword

Protection of the public is one of the founding reasons for governance. Generally, initial government response to protect public at risk is initiated by the local authority as the government closest to the affected population. In this case the Government of the Northwest Territories (GNWT) and its partners are ready to support communities requiring assistance. In other instances, the GNWT has jurisdiction, or may be required to support a federal response.

The **NWT Emergency Plan** provides the framework to guide each of these territorial responses. This Plan sets out the policy and guidance whereby GNWT agencies and their partners support local emergency operations, and meet a collective responsibility to provide a prompt and coordinated response management for territorial emergencies.

Every GNWT department and agency must be prepared to react to the needs of emergency management and response. This is demanded by custom and practice for good government, and is provided for in the *Civil Emergency Measures Act*. The Plan requires designated agencies to fulfill their emergency obligations as outlined in this document.

In some cases, lead agency responsibility is established under other existing Plans, Arrangements or Legislation such as the Department of Resources, Wildlife and Economic Development (RWED) is responsible for managing the GNWT preparedness for forest fires under the Forest Management Act.

In such cases, the arrangements established in this Plan may be utilized to provide support and assistance to the Lead Agent in responding to extraordinary conditions.

The components of the **NWT Emergency Plan** are:

- **Part 1 - Policy and Guidance:** description of expectations and accountability regime for emergency preparedness and response.
- **Part 2 - Response Management:** procedures and practices employed in response
- **Part 3 - Preparedness:** description of preparedness arrangements

Honourable Roger T. Allen
Minister Responsible for
Civil Emergency Measures

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Part One — General Policy and Guidelines

Purpose

The purpose of this Plan is to provide a prompt and coordinated response by the GNWT and its partners to territorial emergencies affecting all or part of the NWT.

Scope

The Plan provides:

- policy and guidance for responding to NWT emergencies by territorial emergency officials, and
- a framework for relationships with other governments and non-government agencies in preparing for and responding to emergencies.

This Plan also guides the response to emergencies ranging from a single agency response to the fully coordinated, collective emergency response of many or all response agencies.

The scope of events for which the arrangements in the Plan will be employed range from local incidents, to regional or territorial emergencies, or the territorial component of a declared national emergency.

This Plan does not apply to any normal or routine function of a Local Authority, any GNWT department or other agency.

Authority

This Plan is issued under the authority of the *Civil Emergency Measures Act*.

The Emergency Measures Officer is the Custodian of this Plan and may issue procedural amendments and addenda as required.

Definitions

- "**Agency**" in addition to its ordinary meaning, includes all territorial and federal government departments, agencies and crown corporations and other public and private corporations or organizations having emergency responsibilities assigned under the authority of this Plan.
- "**Coordinator**" means the Territorial Coordinator of the Emergency Measures Organization.
- "**CFNA**" means Canadian Forces Northern Area Headquarters, Department of National Defence.

- "**Director**" means the Director of the Emergency Services Division, the GNWT senior official responsible for the Emergency Measures Organization.
- "**Director of Communications**" means the Department of the Executive's Director of Communications as the GNWT senior communications official during emergencies under the provisions of the GNWT Emergency Communications Protocol.
- "**Director General, INAC**" means the Director General, Northern Affairs Program, Indian and Northern Affairs Canada.
- "**Emergency**" for the purposes of the *Civil Emergency Measures Act* means a present or imminent event that is affecting or could affect the health, safety or welfare of people, or is damaging or could damage property. In order to limit injury to people or damage to property, prompt action by members of the GNWT emergency response system, beyond the normal procedures of a single agency, is required.
- "**Emergency Measures Officer**" is the Deputy Minister of Municipal and Community Affairs, appointed pursuant to the *Civil Emergency Measures Act* to formulate and recommend to the Minister plans for dealing with emergencies.
- "**Emergency Site Manager**" means the person appointed by the Minister to manage emergency operations when the GNWT has assumed operational control over the incident.
- "**EMO**" means the Emergency Measures Organization of the Department of Municipal and Community Affairs.
- "**GNWT**" means the Government of the Northwest Territories.
- "**Joint Support Plan**" means the GNWT and federal agencies Joint Support Plan for Major Emergencies.
- "**Local Authority**" means:
  - the council of a municipal corporation as defined in the Cities, Towns and Villages Act; the Hamlets Act; or the Charter Communities Act;
  - the council of a settlement corporation as defined in the Settlements Act; or
  - a council recognized under the *Indian Act*; or
  - an organization recognized by the Minister, pursuant to Sec. 1(c) of the *Civil Emergency Measures Act*, as representative of the community for the purposes of the Act.
- "**MAJAID**" means the Canadian Forces' Major Air Disaster Plan for responding to major air disaster disasters in Canadian territory.
- "**MARS**" means the Mutual Aid Resource Sharing Agreement for forest fire operations; with RWED representing the GNWT.
- "**Minister**" means the Minister of Municipal and Community Affairs, responsible for Civil Emergency Measures.
- "**National Emergency**" means an emergency declared under the *Emergencies Act*.

- **"OCIPEP"** means Office of Critical Infrastructure Protection and Emergency Preparedness as represented by the Regional Director for Alberta/NWT Region.
- **"On-site Advisor"** means the person appointed by the Chairperson of the GNWT Regional Emergency Response Committee to act as an on-site advisor to the Local Authority in responding to a local emergency.
- **"Region"** means a Region of the Government of the Northwest Territories.
- **"REOC"** means the Regional Emergency Operations Centre, the GNWT EOC for managing regional emergency operations and coordinating support to community emergencies.
- **"Senior Administrative Officer"** means the senior officer managing local government operations in a municipality incorporated under the *City, Towns and Villages Act*, the *Hamlets Act*, or the *Settlements Act*, or in an incorporated settlement, a community organization recognized by the Minister as representative of the population for the purposes of emergency preparedness, or a Band Council recognized under the *Indian Act*.
- **"State of Emergency"** means a declaration relating to all or any part of the Northwest Territories, made by order of the Minister under the *Civil Emergency Measures Act*, at any time he/she is satisfied that an emergency exists or may exist.
- **"State of Local Emergency"** means a declaration by a community government under the *Civil Emergency Measures Act* relating to all or any part of the community, made by resolution, at any time the local authority is satisfied that an emergency exists or may exist.
- **"Superintendent"** means the Regional Superintendent of the Department of Municipal and Community Affairs (MACA). The Superintendent is Coordinator of the GNWT Regional Emergency Plan.
- **"TEOC"** means the Territorial Emergency Operations Centre, the GNWT EOC for managing territorial emergency operations and coordinating support to Regions and communities during emergencies.
- **"TERC"** means the Territorial Emergency Response Committee being the GNWT's inter-agency committee established under this Plan to prepare for and respond to emergencies.

Emergency Responsibilities

Local Authorities

The elected councils of community governments are the Local Authority for the purposes of the *Civil Emergency Measures Act*, and as such are responsible for the development and implementation of emergency plans and procedures to reasonably protect the general public, and minimize property damage and loss during emergencies.

Where the community is not a municipal corporation or does not have a council recognized under the *Indian Act*, an organization may enter into an agreement with the Minister to develop and implement emergency plans.

In fulfilling these responsibilities the Local Authority shall:

- prepare, approve and maintain emergency plans;
- control and direct emergency operations within areas under their jurisdiction;
- inform the Regional Superintendent of any local emergency and possible requirements for assistance;
- request assistance from the GNWT through the Regional Superintendent when the Local Authority's capacity or jurisdiction is exceeded, or may be exceeded;
- declare a State of Local Emergency under Section 14 of the *Civil Emergency Measures Act* when the situation warrants.

Government of the Northwest Territories (GNWT)

The GNWT, through its Regions, is responsible for providing assistance to Local Authorities when requested, or assuming operational control when the Local Authority's capacity or jurisdiction is exceeded.

In fulfilling these responsibilities the GNWT shall:

- develop and maintain Regional Emergency Plans and the NWT Emergency Plan;
- implement plans and procedures for an integrated response to emergencies within any Region(s) affected, or through headquarters' control of inter-regional emergency operations;
- provide prompt and coordinated response to specific community requests for assistance;
- assume direction and control of emergency operations where a Local Authority does not exist, or when the event is a matter of GNWT jurisdiction;
- assume control of emergency operations when the Minister has declared a State of Emergency;
- communicate with federal points of contact to facilitate the provision of Government of Canada emergency assistance to the GNWT;
- coordinate GNWT assistance to federal emergency operations within National Parks, in federal Search and Rescue operations including MAJAID responses, and in other areas under federal jurisdiction; and
- provide operational coordination of territorial emergency operations and GNWT departmental participation in the activation of the Joint Support Plan in a response to a major emergency.

Departmental Emergency Responsibilities

Departments and agencies of GNWT are responsible for:

- maintaining departmental emergency plans;
- responding directly to emergencies in which it has a designated lead agency responsibility;
- maintaining plans to ensure the continuity of vital business functions;
- providing resources or response as identified in Annex A; and
- participating as a part of a coordinated GNWT response at a regional or territorial level in accordance with the provisions of this Plan.

Requests for Assistance

GNWT Assistance

Local Authorities' requests for assistance will be directed to the Regional Superintendent of Municipal & Community Affairs (MACA). Requests must originate with an authorized representative of the Local Authority, and are contingent upon local resources being fully committed.

In addition to the Local Authority, requests for assistance may originate from:

- the RCMP regarding ground and inland water search and rescue;
- the Director of RWED's Forest Management Division or delegate with regard to forest fire emergencies;
- the Canadian Forces for support in air and marine search and rescue or other emergencies; and
- the Park Superintendent or designate for any emergency within a National Park.

Federal Government Assistance

The provision of emergency assistance from federal authorities resident in the region will be coordinated by the Regional Superintendent for that Region.

Support from federal authorities in other Regions or extra-territorial resources will be coordinated by the Director. Requests for extra-territorial federal support will be directed to OCIPEP through the Regional Director, Alberta/NWT Region.

Requests for federal support resident in the NWT to territorial emergency operations will be submitted by the Director to the senior manager of the appropriate department, or the Director General INAC (as appropriate) with information of the request forwarded to EPC.

There are two exceptions to this for which special channels exist.

- law and order which is a matter for the RCMP; and

- Canadian Forces' assistance to civil authorities which is arranged through the Emergency Measures Organization under standing Canadian Forces arrangements for the provision of essential services, including MAJAID.

The general nature of support, which may be available from federal agencies in the Northwest Territories is illustrated in Annex B. The list is intended to serve as only an indication of the range of support available. The actual provision of support is contingent upon a wide range of factors and is generally arranged by the Director in consultation with the TERC agencies involved in the specific operation.

GNWT Support to the Federal Government

Requests for GNWT support to federal agencies during emergencies will be provided in accordance with the provisions of this Plan or established Standing Arrangements.

Assistance of federal departments and agencies assuming emergency preparedness or Lead Agency responsibilities under any existing emergency plan or arrangement already approved by a Minister of the Federal Government, may be requested by activation of all or part of this Plan.

National Support Plan

National Arrangements are in place for provincial and territorial involvement in national emergencies through the National Support Plan. GNWT involvement in National Support Plan activities is to be coordinated under the arrangements established in this Plan.

NWT Joint Support Plan

Territorial Arrangements for an all-agency response to a Major Emergency in the NWT are provided in the NWT Joint Support Plan.

National/International Arrangements

The GNWT is represented on various national and international resource-sharing arrangements for emergencies such as the Mutual Aid Resource Sharing (MARS) Agreement for forest fire suppression (an RWED responsibility).

This Plan can be used to facilitate GNWT support a Lead Agent responding under standing national or international arrangements.

Non-Government Organizations (NGO's) and the Private Sector

There are non-government volunteer and private sector organizations located in many NWT communities. There are also several territorial organizations with an ability to provide resources during an emergency response.

Community, regional and territorial departmental plans should incorporate NGO's and private sector corporations' capabilities into their integrated response.

Annex C contains guidelines for including the private sector and NGO's in community and departmental emergency plans.

Emergency Finance Arrangements

Local Incremental Operational Costs

Incremental operational expenses incurred at the community level are paid, in the first instance, by the Local Authority. Should a Disaster Assistance program be implemented following an emergency under the Disaster Assistance Policy, these incremental costs may be eligible for reimbursement under that program. A detailed accounting would need to support the expenditures.

Departmental Emergency Expenditures

The GNWT does not allocate funds to departments specifically for emergency preparedness and response. Departments are expected to absorb those costs from within their budgets until an Emergency Appropriation Bill or Special Warrant is approved to reimburse department costs.

MACA will initiate the request for a Special Warrant or Emergency Appropriation Bill under Financial Administrative Manual Directive 9805, using data and substantiation provided by departments involved in emergency operations.

Payments for Disaster Assistance may be approved by Cabinet following an emergency under the Disaster Assistance Policy. In this instance, extraordinary departmental costs, beyond normal operating costs, may be eligible for reimbursement under this program.

Proper financial records to support all expenditures must be available for audit purposes. The Joint Support Plan requires special arrangements for accounting and cost recovery.

The declaration of a local or territorial state of emergency is not a prerequisite for eligibility under these emergency finance provisions.

Emergency Purchasing

Before and during GNWT emergency operations in response to an emergency or in support of a community or the federal government, departments will obtain resources using standard procedures.

If the Territorial Emergency Operations Centre (TEOC) is activated, departments will continue to employ standard procedures. If resources cannot be provided in this manner, the TEOC staff in consultation with the Departments of Executive and FMBS will develop other management options.

Business Continuity Planning

The human resources, assets and facilities of GNWT departments and agencies are vulnerable to natural, technical or societal catastrophes or disruptions. The overall expectation within the GNWT is that departments and agencies will have arrangements in place to ensure that critical business processes are continued when a crisis impacts upon their operation.

The purpose of business continuity plans is to ensure that critical business functions survive and are restored in a timely manner when a crisis occurs from a natural or technological event, criminal activity, malice or neglect.

Annex D contains additional guidance on the development of business continuity arrangements.

Communications

Timely and accurate public and media information is essential elements of successful emergency management. The Department of the Executive's Director of Communications will coordinate government public and media information in accordance with the GNWT Emergency Communications Protocol, which is attached as Annex L and forms a part of this Plan.

National Emergencies

Emergencies Act

The federal *Emergencies Act* was passed in 1988. This Act provides the means for declaring a national emergency.

A national emergency:

- allows the authorization of extraordinary regulations and orders,
- specifies the consultation that must occur with provincial/territorial authorities,
- places safeguards and constraints on Government actions in declaring and acting in a national emergency, and

- details the provisions for compensating persons or organizations that suffer loss as a result of invocation of the Act.

The Act authorizes the taking of "special temporary measures to ensure safety and security during national emergencies". A national emergency is defined in the Act as "an urgent and critical situation of a temporary nature that:

(a) seriously endangers the lives, health or safety of Canadians and is of such proportions or nature as to exceed the capacity or authority of a province or territory to deal with it, or

(b) seriously threatens the ability of the Government of Canada to preserve the sovereignty, security and territorial integrity of Canada, and

(c) that cannot be effectively dealt with under any other law of Canada".

The Act is limited to four carefully circumscribed types of national emergencies, which are:

- **Public Welfare Emergencies including** severe natural disasters or major accidents affecting public welfare, and which are beyond the capacity or authority of a province or territory;
- **Public Order Emergencies which** constitute threats to the security of Canada, and are beyond **provincial**/territorial authority or capacity;
- **International Emergencies** such as acts that threaten Canada's sovereignty, security or territorial integrity, or those of its allies; and
- **War Emergencies**, which are real or imminent armed conflict against Canada or its allies.

For each type of emergency the Act sets out the conditions that may cause events to be declared a "national emergency", the essential steps and requirements for a declaration to be made, the length of time the declaration may stand, the areas for which special orders and regulations may be made and restrictions on the contents thereof, and the consultation that must occur with respect to the declaration, expiry or revocation of the declaration.

The jurisdictional prerogatives and leadership responsibilities of provincial and territorial authorities in the first two types of national emergency are respected.

The Act offers full protection for the fundamental rights and freedoms of Canadians during national emergencies, and guarantees parliamentary oversight.

Consultation for National Emergencies

Consultations for national emergencies involves two areas:

- Bilateral discussions for the development of national emergency arrangements; and
- Those required under the *Emergencies Act*.

The consultation process required by the Act is summarized, together with the consultation links, in Annex E.

Part Two — Response Management

Concept of Response

An individual affected by an emergency is expected to have taken prudent precautionary measures beforehand and must provide for their own initial response.

When an emergency is of the type or magnitude that exceeds an individual's capabilities, the Local Authority is the next level to respond. When the Local Authority's capacity to manage the response using community resources is exceeded, territorial assistance may be requested or offered.

The Minister may impose territorial control over response when an event impacts on a large area involving more than one community or region, or is beyond the legal capacity of Local Authorities. The Minister may also invoke territorial control by declaration of a State of Emergency.

Should territorial resources be exceeded, the GNWT may request assistance from the Government of Canada.

Response Structure

Generally, response to an emergency escalates through several levels of control. In principle, the organizational structure of government is retained and jurisdictional prerogatives continue as much as is possible.

Therefore, this Plan envisages four sets of conditions. Two conditions envisage local control with support provided as necessary. Two other conditions envisage territorial control wherein the Local Authorities continue to manage their own resources within the overall strategy of territorial management.

Annex F provides a Guide to conditions requiring escalation.

Level 1 - Local Control

Direction and control of emergency operations is the responsibility of the Local Authority, and Level 1 exists when:

- the emergency is expected to be of short duration,
- existing plans and resources are adequate, and
- the community impact is low to moderate.

A State of Local Emergency is not likely required under these conditions as a limited response under the community emergency plan is usually sufficient action.

The community informs the Regional Superintendent of the conditions, and Territorial departments or agencies may be in place for regulatory or monitoring requirements.

Level 2 - Local Control with Support

Direction and control of emergency operations continues as the responsibility of the Local Authority, but Level 2 exists when:

- the emergency is expected to be of longer duration,
- existing plans and resources may require support, and
- the community impact is moderate to high.

Any GNWT assistance will be in support of the Local Authority and in response to specific requests for assistance. Should conditions require, the Local Authority may declare a State of Local Emergency and will retain control of emergency operations.

The Regional Superintendent may designate an On-Site Advisor to proceed to the Local Authority's Emergency Operations Centre, or the emergency site, to provide advice and assistance.

Local Control will be vested in the Regional Superintendent when:

- an emergency occurs in an area outside the boundaries of any municipal corporation, or
- within a community not established as a municipal corporation, where no council is recognized under the *Indian Act* and no body is recognized by the Minister as representative of the community for the purposes of this Act pursuant to Sec.1 (c).

Level 2 - Territorial Control

The Local Authority will normally continue to coordinate the response of local agencies, but under the GNWT's overall management of the emergency.

The Regional Superintendent will provide strategic response management unless the support needs and organizational complexity dictate the TEOC assume overall control of operations.

When an emergency is a matter of territorial jurisdiction, or the combined resources of the Local Authority and the Region are insufficient to deal with the emergency, the GNWT may declare a State of Emergency for the area affected by the emergency.

Under a State of Emergency the Minister assumes overall control of the emergency and may exercise any and all powers reflected in the *Civil Emergency Measures Act* through the Emergency Measures Officer.

Agencies involved in implementation of the NWT Emergency Plan will be subject to the direction and control of the Emergency Measures Officer.

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Under a Declaration of a State of Emergency, an Emergency Site Manager may be appointed by the TEOC to manage the actions of territorial, regional and local emergency response agencies. The Emergency Measures Officer may exercise his/her authority through this Plan or direct emergency operations through Regional Emergency Plans.

Level 3 - Major Emergencies

No single agency or government has the stand-alone capacity to manage a catastrophic event. The NWT Joint Support Plan for Major Emergencies involves the cooperative activities of federal, territorial and non-government agencies to support any lead agency of any government or the private sector when the event is likely to exceed their capacity.

A Joint Support Centre will normally be activated in Yellowknife. Representatives of federal, territorial and non-government agencies participate in sectoral support groups to meet the needs of the lead agency at this Centre.

The GNWT EMO will coordinate the provision of GNWT support to the Joint Support Centre, with officials recruited from territorial agencies.

Coordination

Local Emergency Operations Centre (EOC) The Local Authority may activate its Emergency Operations Centre and inform the Regional Superintendent of the incident. The EOC will coordinate local authority and integrated support activities of government and non-government agencies. Territorial departments on-site for regulatory purposes will ensure that the EOC is aware of their activities.

On Site Advisor The Regional Superintendent may assign an on-site advisor to support the Local Authority and assist in providing communication with territorial agencies and the Territorial EOC.

Regional EOC (REOC) The Regional Superintendent may activate a regional EOC when in support of or acting as a Local Authority in a Level I emergency. The REOC will coordinate territorial support to local authorities and provide communications and information to the local and territorial EOC's.

Territorial EOC (TEOC) The TEOC may be activated to support Level I emergencies and will function for Level II and III emergencies. The TEOC will coordinate overall territorial response, ensure communication with appropriate EOCs, provide regular information reports to the Minister, Emergency Measures Officer and participating agencies. It will coordinate the involvement of other departments and the TEOC response to emergent needs from the incident area.

Additional details on the TEOC arrangements are in Annex G.

Notification

Responsibility

The responsibility to notify authorities of an emergency rests with the community or agency responsible for managing the response.

Process

Where an emergency is within a community's jurisdiction, the Senior Administrative Officer (SAO) notifies the Superintendent for the applicable region of the emergency and provides details of the incident. Notification should be given immediately by the most effective means and should be followed up by written reports when circumstances permit.

If the Superintendent, or other designated MACA official, cannot be contacted then notification should be given directly to EMO via its **24/365** emergency number **(867-873-7554).**

The Superintendent advises EMO immediately of any emergency affecting the GNWT and/or a community or communities within the region. Information on the nature of the emergency is provided if no assistance is required, and the nature of the assistance required is detailed if headquarters assistance is necessary.

Notification can be provided by fax, telephone or e-mail during normal office hours, and by contacting the EMO **24/365** emergency telephone number **(867-873-7554)** after regular hours.

EMO ensures the Deputy Minister, the Minister (through the Minister's Executive Assistant), the Director of Communications and other appropriate response agencies and partners are kept advised, in a timely manner, on emergency conditions in the NWT.

Mutual Aid

When emergencies require the prompt access to resources of other jurisdictions to minimize property damage and personal injury in either the Northwest Territories or another jurisdiction, mutual aid arrangements may be activated and requests for, and the lending of resources, will be subject to the terms and conditions set out in Annex H.

Specific emergency conditions are provided for under special inter-jurisdictional arrangements such as the interprovincial/territorial agreement currently in place for forest fire operations.

Emergency Telecommunications

Guidelines for local, departmental and territorial emergency telecommunications resources and their provision are contained in Annex I.

State of Emergency

In the event of an emergency the Minister may make an order to declare a State of Emergency for any or all parts of the Northwest Territories.

The procedure is identified in Annex J.

Part Three — Emergency Preparedness

Territorial Emergency Response Committee

The Territorial Emergency Response Committee (TERC) is the primary planning forum for government emergency preparedness. TERC meets annually, or at the call of the Chair.

The member agencies of TERC having designated emergency responsibilities submit a status report on their agency's level of emergency preparedness at the Annual Meeting of TERC. These reports form the EMO Annual Report to the Emergency Measures Officer.

As a consequence of the division of powers between territorial and federal authorities, the Committee incorporated federal members and that relationship benefits integrated preparedness with full respect for jurisdictional prerogatives.

The purpose of the Committee is to enhance and coordinate the Government's emergency preparedness arrangements.

Territorial membership:

- Director, Emergency Services Division (Chair)
- EMO Coordinator
- Executive, Director of Communications
- Health and Social Services
- Justice (RCMP)
- Resources, Wildlife and Economic Development
- Financial Management Board Secretariat
- Transportation
- Public Works and Services

Federal membership:

- Regional Director, OCIPEP
- Industry Canada
- Environment Canada
- Fisheries and Oceans
- Canadian Coast Guard
- Indian and Northern Affairs Canada
- Parks Canada Agency
- Canadian Forces Northern Area

Private Sector membership:

- Northwestel
- NWT Power Corporation
- Northland Utilities Limited
- YK Amateur Radio Society

Annex A — Departmental Responsibilities

GNWT Departments and Agencies

All departments and agencies of the GNWT are required to address the following emergency preparedness activities to be prepared to fulfil departmental emergency obligations:

- appoint a senior official and alternate as departmental Emergency Coordinator;
- develop emergency plans and procedures for resource management and response to support all Levels of GNWT emergency operations;
- offer access to training or provide guidelines to enable designated officials within the organization to adequately fulfil their emergency responsibilities;
- include a Family Support Plan for departmental emergency workers and a capacity to provide Critical Incident Stress Debriefing services in departmental emergency plans;
- provide liaison officers to assist Regional Superintendents and Local Authorities in emergencies;
- provide representatives, personnel or resources to the TEOC or REOC as may be required by the Emergency Measures Officer;
- have readily available information on departmental assets and links that may be employed in emergencies;
- develop business continuity plans to ensure vital departmental operations can be continued if the department's facilities or automated systems are affected;
- protect departmental assets and information;
- provide input into government emergency preparedness development;
- undertake emergency purchasing for departmental operations or emergency support activities;
- report on departmental activities during emergency operations; and
- participate in de-briefings at the conclusion of each activation of TERC.

Department of Municipal and Community Affairs

This Department's **Emergency Measures Organization** provides overall coordination of territorial emergency preparedness and response, and is responsible for:

- preparation and maintenance of this Plan;
- coordination of the periodic testing of emergency procedures and arrangements as determined appropriate by TERC;

- coordination of GNWT response to emergencies under the processes established in this Plan;
- establishment, operation and administration of the Territorial EOC;
- processing of requests for the assistance of other provincial/territorial jurisdictions, the Canadian Forces and the Government of Canada (unless specific arrangements apply);
- arranging for de-briefings of any response at the Territorial level;
- coordination of the preparation of a final report on the conduct of emergency operations;
- recommendations on disaster assistance programs and the sharing of costs for emergency management;
- collection, analysis and reporting of government emergency operating costs;
- assistance to departments and local authorities in the development and implementation of emergency plans;
- support in fire-fighting, search and rescue, emergency first aid and triage; and
- provision of specialized on-scene personnel and emergency response teams as required.

The **Department of Municipal and Community Affairs** is responsible for:

- the development and implementation of an effective, coordinated approach in responding to each reported emergency by coordinating the response of Regional Emergency Response Committees;
- assistance to Local Authorities in responding to emergencies;
- requests for assistance and liaison between local emergency authorities and the Territorial Emergency Response Committee;
- coordinating the design and delivery of emergency preparedness training to support TERC member agencies in developing their capacity to fulfil their emergency obligations;
- advising EMO of emergencies affecting a Region; and
- coordination of debriefing on emergency operations and the preparation of a final report on the response to emergencies at the Regional level.

Health and Social Services

The Department assists local authorities in meeting the needs of disaster victims by providing, issuing or arranging for the following services:

- personal counselling services;
- acute care and mental health contingency planning and services;
- critical incident stress debriefing for victims and emergency response personnel;

- emergency public health services;
- environmental health services and advice;
- maintenance of a list of hospitalized casualties;
- liaison with provinces/territories to determine destinations for casualties;
- health related information and advice on public protection measures and technical advice to local authorities and other departments;
- the acquisition of emergency medical stores and supplies;
- movement of patients to safe areas and emergency evacuation of casualties; and
- provision of technical advice and guidance at emergency sites regarding occupational health and safety of response persons.

Financial Management Board Secretariat

This Department is responsible for:

- establishing and administering emergency financial management systems;
- processing of approved emergency operations expenditures; and
- processing of disaster assistance payments.

Department of Executive

The **Departmental Emergency Coordinator** is responsible for:

- safety of the Executive and legislative staff;
- accommodation, communication and other necessities for the continuity of the Executive and associated committees; and
- coordination and liaison with the Department of the Executive on matters related to a State of Emergency.

The Department's **Director of Communications** is responsible for designating Public Affairs Officers to provide emergency information and is responsible to:

- oversee the implementation of the GNWT Emergency Communications Protocol;
- coordinate GNWT programs to inform the media and the public on matters related to an emergency;
- establish a local public information centre and/or a media information centre when required;
- coordinate representation for the Minister and the Territorial EOC to the press, develop press releases and organize press conferences;
- liaison with, advice to and monitor local and visiting media; and

- brief the Minister, Emergency Measures Officer, the Director and the Regional Superintendent, and other officials on emergency information matters.

Resources, Wildlife and Economic Development

This Department is responsible for:

- coordination of GNWT response to hazardous goods spills, clean-up operations and disposal arrangements;
- providing damage assessment information within areas of departmental interest;
- provision of technical personnel and advice to local authorities, GNWT officials and other agencies respecting environmental protection matters;
- provision of damage assessments of the economic impact of emergencies;
- advice on disaster assistance and recovery options and the impact on business and industrial recovery; and
- advice and technical expertise on dangerous goods management and response.

Within this Department, the **Forest Management Division** directs the GNWT Forest Fire protection and suppression initiatives. Seasonal circumstances may affect the Division's ability to provide support, but the Division is able to provide:

- assistance in the provision of and support to mobile/portable radio systems;
- assistance in the procurement of radio communications equipment;
- monitoring weather, forest and fire conditions, forecasting fire behaviour and conditions to guide preparedness arrangements, and managing NWT forest fire suppression operations, including representing the GNWT in the MARS Agreement; (seasonal)
- advising EMO and communities on forest fire conditions and behaviour, and recommending appropriate courses of action; (seasonal)
- requisition of special fire fighting and safety equipment, and other specialized materials and supplies which are available; (seasonal)

Public Works and Services

This Department is responsible for:

- provision of specialized equipment and personnel;
- professional assistance in undertaking reconstruction;
- damage assessment in the public sector;
- assistance in the acquisition of special emergency accommodation for GNWT emergency workers;

- technical advice regarding electrical installations, pressure vessels and other materials and installations which may affect the response to an emergency; and
- provision of emergency postal/courier services.

Transportation

This Department is responsible for:

- provision of air, land and water access to emergency areas, where possible and where necessary;
- provision of transportation equipment and operators;
- provision of mobile radio systems when required;
- damage assessment of public sector transportation facilities;
- provision of Airport facilities and services;
- authority for highway and road closures;
- transportation of emergency materials and supplies; and
- transportation of persons displaced by an emergency out of the community;

Department of Justice

The Department is responsible for:

- management of requests for military assistance to the civilian law authorities;
- provision of coroner services;
- provision of legal advice and assistance to government emergency operations officials;
- protection and security of correctional institutions populations and evacuation if required;

and through the Royal Canadian Mounted Police

- reinforcement of local police services;
- assessment and reporting on the degree of public danger;
- coordination of public ground search and rescue (including inland waters);
- identification and handling of dead;
- establishing a temporary morgue;
- traffic and crowd control; and
- providing security of vital points.

Other Agencies

Workers Compensation Board (WCB)

The WCB is responsible for provision of advice and technical expertise on underground rescue and workers' safety.

Office of the Chief Coroner

The Chief Coroner is responsible for the handling of fatalities in an emergency. The RCMP act as Officers of the Coroner in this scenario and secure the scene when fatalities are involved. Annex K provides a Protocol for the Coroner's involvement in emergency operations involving fatalities.

Annex B — Government of Canada Assistance

Federal Policy

Limitations

Federal policy for emergency preparedness results from two Cabinet decisions (1980 and 1995). The principle legislation is the *Emergencies Act* and the *Emergency Preparedness Act*. The former enables the federal government to take extraordinary measures under specific and limiting conditions and is summarized on page 13. The second is an administrative act that sets out ministerial accountability.

Federal agencies are required to make preparations to deal with emergencies that fall within their legislated mandate. They are also required to cooperate with provincial/territorial authorities and assist them within those mandates. Some departments are required to make extraordinary national emergency arrangements for use under the Emergencies Act.

This Annex will list the general nature of assistance that **may** be available from some federal agencies resident in NWT. This information is of a general nature. **Actual capabilities will have to be determined for each specific agency or actual event by discussion or formal agreement between the GNWT and the federal agency**. OCIPEP will facilitate such discussions as required.

The 1995 Emergency Preparedness Canada Document: "Departmental Planning Responsibilities for Emergency Preparedness" contains a more detailed description of federal arrangements.

Process

Federal agencies may be incorporated into specific plans or arrangements (e.g. NWT Working Agreement on Government Response to Spills in the NWT). Some departments such as Human Resources and Development Canada have an exchange of letters with the GNWT. When such standing arrangements are in place, they can be activated with the consent of both parties.

Regional Superintendents may request assistance from federal agencies resident in a region; where those agencies are participants in the GNWT regional plan. The Director will be informed of all such requests.

Support from federal authorities in other regions or ex-territorial resources will be requested by the Director.

Requests for federal support residing in the territories will be made by the Director to the senior manager of the appropriate federal department or the Director General INAC (as appropriate and in accordance with the 1995 federal policy) with information of the request forwarded to OCIPEP.

Requests for extra-territorial federal support will be directed to OCIPEP.

There are three exceptions to this for which special channels exist.

- forest fire operations and includes representing the NWT in the Mutual Aid Resource Sharing (MARS) Agreement, which is a RWED responsibility;
- law and order, which is a matter for the RCMP; and
- Canadian Forces' assistance to civil authorities.

General Types of Assistance

The primary source of the summarized information for all listed agencies, other than National Defence, are the instructions that resulted from the 1995 federal Policy for Emergencies.

Office of Critical Infrastructure Protection and Emergency Preparedness

- Facilitate assistance and support links with federal agencies
- Provide liaison with other jurisdictions and the Government Emergency Coordination Centre in Ottawa
- As required, coordinate federal support to GNWT

Canada Customs and Revenue Agency

- Facilitate importation of goods required in emergencies through the exercise of special remission orders and related procedures
- Coordinate port of entry importation of goods with immigration officials where the goods are accompanying emergency workers

Canada Mortgage and Housing Corporation

- Provision of temporary emergency shelter in vacant housing under corporate control
- Provision of and assistance concerning residential damage assessment.

Parks Canada Agency

- Provision of professional advice and support on search and rescue
- Use of park facilities, resources and support staff for emergency operations

Environment Canada

- Identification of environmental hazards
- Support the assessment and mitigation of pollution incidents and land based spills
- Provision of timely warning of severe weather
- Provision of special local area weather forecasts

- Prediction of toxic substances dispersion in air and water
- Advise on meteorological conditions affecting emergency operations
- Hydrometric and water quality monitoring

Fisheries and Oceans (Coast Guard)

- Marine emergency alerting including ship spills and marine search and rescue under coordination of the National Search and Rescue Program
- Support of marine search and rescue volunteer training under the coordination of the National Search and Rescue Program
- Management of vessel emergencies in navigable waters
- Leadership in ship-source marine spills
- Support in response to marine pollution from off-shore energy production sources and mystery spills
- Provision of hydrographic and oceanographic information

Human Resources Development Canada

- Facilitate the entry of emergency workers into Canada
- Assist with the registration, identification and allocation of human resources
- Technical advice regarding worksite safety, conditions of work and occupational health and safety for emergency workers in a crisis environment
- Assistance in damage assessment of industrial loss as it relates to the work force
- Custodial arrangements for foreign nationals force-landed in NWT

Note - HRDC has an exchange of letters with GNWT regarding support and assistance.

Indian and Northern Affairs Canada

- Provide government leadership in response to Arctic Seas contingencies related to oil and gas exploration and production activities
- Mitigation of the effects of emergencies on First Nations reserves for which they have responsibility including arrangements for: community evacuation and temporary shelter; and provision of territorial support.
- Coordination of federal assistance and response to emergencies in response to requests from territorial government authorities, for all cases in which the mandate does not clearly fall to another federal Minister

Industry Canada

- Technical advice regarding communications requirements for emergencies

- Assistance and advice regarding the provision of telecommunications equipment
- Advice regarding the effect of emergencies on telecommunications systems
- Advice on circuit restoration priorities

Public Works and Government Services

- Provide acquisition assistance including that required for engineering and construction resources
- Provide assistance or technical advice regarding damage assessment and restoration of public works

Transport Canada

- Coordination of provision of civil transportation resources and services
- Air search and rescue alerting and support of air search and rescue volunteer training under the coordination of the National Search and Rescue Program
- Ensuring the provision and augmentation of essential air and marine transport services and operations in the North under emergency conditions
- Prompt and effective advice and assistance in accidents involving transport of dangerous goods

National Defence

GNWT Requests for Canadian Forces' assistance will be issued in accordance with procedures outlined in CF document "NDHQ DCDS 2/98: Guidance for the Conduct of Domestic Operations".

Although the Canadian Forces are a potential source of assistance to civil authorities, any response to requests from civil authorities or the public is strictly bound by legal and administrative constraints. The following conditions must be met before the Canadian Forces consider a request for assistance:

- No other government or private resources are available for the task
- Provision of assistance must not reduce or degrade defence capabilities
- Provision of assistance will not erode public respect or confidence in the Canadian Forces
- Provision of assistance will not result in the Canadian Forces competing with the private sector
- The assistance task is not one of a continuing nature
- Assistance requested is not in the nature of a general store or free labour pool

Generally, their support falls into:

- humanitarian assistance including air and marine search and rescue;
- assistance to law enforcement operations as part of humanitarian assistance; and
- aid to the civil power under the *National Defence Act*.

This summary is limited to the general nature of Canadian Forces support in humanitarian assistance. The Canadian Forces may take action to save lives, prevent human suffering or mitigate property damage. This is referred to as humanitarian assistance. The scope of assistance will be limited by the capabilities of the Canadian Forces available and may include, but is not limited to:

- rescue, evacuation, emergency medical assistance and safeguarding public health;
- emergency restoration of essential services (infrastructure);
- emergency clearance of debris, rubble and dangerous items from public facilities and other areas to permit rescue or movement of people and the restoration of essential services;
- recovery, identification, registration, and disposal of the dead;
- controlling contaminated areas and reporting of such incidents;
- transportation and movement control
- damage assessment; and
- detection and monitoring of radiological, chemical, and biological effects interim emergency communications

Annex C — Non-government Organizations and the Private Sector

General

There are a number of public sector corporations, non-profit associations and volunteer groups in communities that can contribute considerably to emergency response and preparedness.

Guidelines

Local authorities and GNWT departments may enter into an agreement with a public corporation, non-profit or volunteer agency to obtain their services for emergency preparedness and response, through a Memorandum of Understanding or a Letter of Undertaking. The document should indicate the type of services provide, procedures for provision of services, limitations on employment if necessary. The procedures for initiating the service support in an emergency should be reflected in local or departmental emergency plans.

Private Sector Corporations

Many communities have private sector corporations in residence who are able to contribute to emergency preparedness and response as well as others who manage resources that may themselves create some risk. These corporations should be incorporated into the emergency preparedness process. By way of example, they may be utility or communications corporations, environmental services companies, construction companies, transportation agencies, private medical clinics, resource extraction or shipping companies, or safety equipment specialists.

- Community and regional planners may find it advantageous to include them in their arrangements. The following agencies should be invited to participate in local and regional arrangements. The type of services indicated herein is not a commitment - rather, it is an indication of the benefit that may result by including them in your plans. Each agency and authority will have to negotiate arrangements suitable to the capacity of the organization. Normal contractual provisions are common when extraordinary services are provided.

The following list is not all inclusive - it is only intended to provide a sample to illustrate the type of assistance available:

- Northwestel might undertake to coordinate existing telecommunications service providers to ensure a proper level of emergency preparedness is maintained at territorial and regional level in providing voice and data service during emergencies.

- NWT Power Corporation is a provider of essential services in many communities and should be incorporated into detailed local preparedness and response, particularly those at risk to severe storms or potential evacuation.
- Northlands Utilities Limited may play a similar role where it is the power distributor.
- Air Transport companies should be listed in the community resource register - and informed that they could become part of local response should conditions dictate.
- Construction firms may also have unique equipment that may be valuable to community response and they should be identified in community resource data.
- Dangerous Goods supplier/transporters may have to undertake the provision of chemical identities and documentation, emergency medical information, immediate response advice, representatives at the EOC/Site, strategy for controlling releases, monitoring and restoration

Non-Profit Organizations

Volunteers registered with local authorities and GNWT departments are protected under the Worker's Compensation Act. Registration should occur during preparedness activities in order to ensure coverage during training. Registration information should include the volunteer's names, health number (or other identifying element) and the general skill/employment for which they are registered. During emergencies, the deployment of registered volunteers during an emergency or for emergency training should be recorded, including dates and times.

Non-profit and volunteer organizations have been assigned to an appropriate emergency response agency to ensure coordination of preparedness, callout and response.

Organization	Assistance/Support	Affiliated Agency
Civil Aviation Search and Rescue Association	Support for ground searches Reconnaissance Transportation Communications	RCMP
Amateur Radio Society	Radio communications between emergency services	Industry Canada - SITT
St. John Ambulance	Medical	Health and Social Services
Canadian Red Cross	Registration and inquiry Social services	Local Authorities
Salvation Army	Emergency food, clothing and shelter	Local Authorities
Hunters and Trappers Associations	Ground search and rescue	Local Authorities or community SAR RCMP for public SAR
Yellowknife Amateur Radio Society (YARS)	Voice radio communications Telephone autopatch Data link packet radio to national OCIPEP sites in the south Link to southern telecommunications grid Repeater to Rae-Edzo	Industry Canada - SITT

Annex D — Business Continuity Planning

Purpose

The overall expectation within GNWT is that departments and agencies will maintain arrangements to ensure that critical business processes are continued when a crisis impacts on their resources.

Business continuity planning is the creation of plans and arrangements to maintain the essential functions of an organization when a crisis directly affects them. Arrangements will provide for the least interruption of vital business activities and set out a crisis management strategy to resume and restore full organization capabilities following the onset of a disaster.

Background

Organizations have recognized that in order to ensure continuity of business, functional operation of the full range of essential business resources and activities must be incorporated into plans.

Prudent risk management practices dictate that in the event of a catastrophe or major disruption, there will be a systematic process in place to recover vital operations and to serve and protect employees and clients.

While the probability of a major disruption may be low, its potential effect on government mandates for safety and risk management are severe. This has been illustrated by experiences in many incidents which have occurred across the country. Lesser incidents may produce equally disruptive consequences - loss of a telecommunications switch, negligent handling and storage of flammable or toxic materials, failure of building support service systems, corrupted data systems and broken water lines.

The intent of business continuity planning is to lessen the damage and destruction that an organization sustains as a result of natural, technological or societal events and to provide a process that will hasten and improve resumption of essential time sensitive functions, and subsequently restore full business operations.

Objectives

The objectives of business continuity planning include:

- Safety of employees and clients;
- Identification of vital business functions that are a priority for resumption, together with human resources and material needs;
- Protection of vital information and records;

- Minimizing immediate damage and losses through appropriate response management;
- Identification of the crisis management structure and key personnel;
- Rapid resumption of time sensitive vital business functions following a disruption, using work-around processes, protected or recovered vital records and backed up or stored data; and
- Prompt and coordinated restoration of full business activity.

Process

The development of a business continuity plan includes:

- an analysis of corporate priorities and vulnerabilities (strategic overview);
- an analysis of the impact of a disruption on business functions and resources to determine the vital functions of the department in a crisis (business impact analysis);
- development of strategic and operational guidance to respond to the disruption, implement crisis management, resume vital operations, restore other operations and recover full corporate function (the Plan); and
- examination of the proposed arrangements by departmental representatives.

Some fundamental assumptions exist throughout the process:

- resources and activities of GNWT agencies are vulnerable to natural, technical or societal catastrophes or disruptions;
- preparedness for such events is an ongoing responsibility of all managers and supervisors;
- resumption and survival of vital functions is the objective of preparedness, not business as usual;
- there will be an expected and accepted loss of efficiency during a crisis period;
- the cost of redundant capacity to ensure resumption of vital functions must be consistent with the probabilities of a major disruption;
- and lastly, arrangements should provide a strategic framework within which managers have the flexibility to apply innovative and informed actions to address the actual situation.

Annex E — Consultations for National Emergencies

Emergency Declaration Requirements

The *Emergencies Act* specifies that before the Governor in Council may declare, amend or continue an emergency under the Act, it must 'consult' with the Commissioner in Council. The provisions in the Act are specific to each of the four types of a national emergency that may be declared.

This Annex identifies the consultation links and focal points for informal and formal consultation related to declaration, amendment or continuance of emergency declarations under the *Emergencies Act*.

Consultation Channels for Emergency Declarations

The following Table identifies the consultation linkages that will be used with GNWT.

Condition	Territorial Link	Federal Link
Pre-Consultation	Deputy Minister, MACA • (867) 873-7118 • (867) 873-0309 (Fax)	• Deputy Minister, DND • Designated Lead
	Director, Emergency Services • (867) 920-6133 • (867) 873-8193 (Fax) • (867) 873-7554 (24 hours)	• OCIPEP HQ and Regional Officials • Officals — Designated Lead
	Secretary to Cabinet • (867) 873-7100 • (867) 873-0279 (Fax)	• Clerk of the PCO • PMO Officials
	Deputy Minister, Justice • (867) 920-6197 • (867) 873-0307 (Fax)	• Deputy Minister, Justice
Formal	Premier • (867) 669-2311 • (867) 873-0385 (Fax)	• Prime Minister
	Minister Responsible for Civil Emergency Measures • (867) 669-2377 • (867) 873-0388 (Fax)	• Minister Responsible for Emergency Preparedness • Designated Lead Minister
	Minister of Justice • (867) 669-2388 • (867) 873-0169	• Minister of Justice

National Emergency Arrangements

The federal concept for management of national emergencies declared under the *Emergencies Act* includes the assignment of functional areas to various federal agencies for which national emergency arrangements are to be developed. These arrangements are to provide for the management and control of resources of all governments and the private sector to meet the needs of the national emergency. A national emergency must be declared in order for the extraordinary control measures to be invoked.

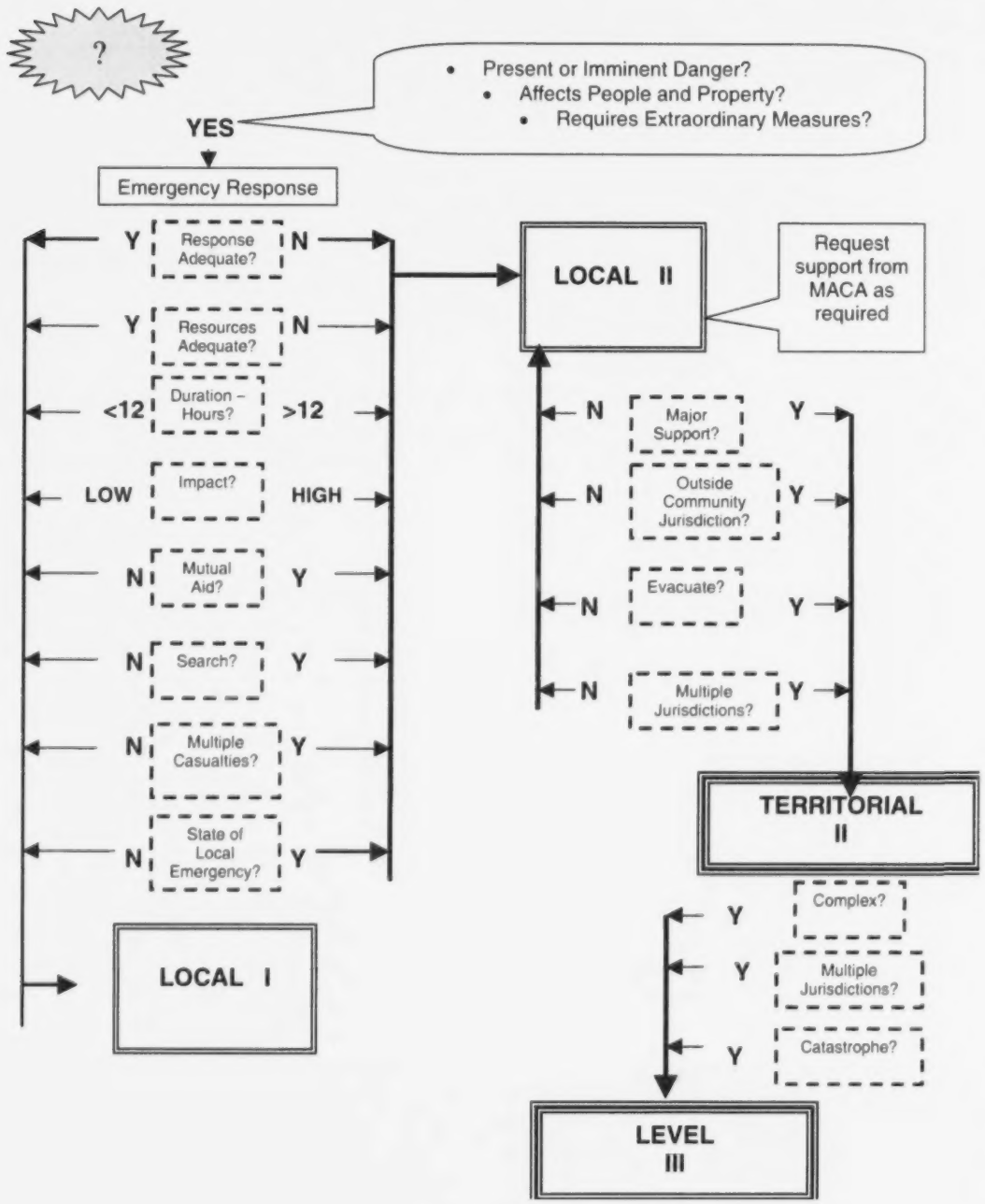
The functional areas include: agriculture, food, communications, industrial production, construction and engineering resources, human resources, health, fish, housing, real property and commercial facilities for housing, transportation and communications.

- The initial development of any arrangement involving GNWT prerogatives will require federal officials to:
- introduce the request to the GNWT Emergency Measures Organization through the Regional Director of OCIPEP; and
- in consultation with the GNWT Emergency Measures Organization, appropriate territorial agencies and OCIPEP arrive at a consensus on the purpose, scope, relevant authorities, division of tasks for the arrangement, planning/developmental relationships and financial implications.

The GNWT Emergency Measures Organization will identify the appropriate government representatives for initial discussions. Once the initial consensus is achieved GNWT will maintain a watch on developments through TERC.

Note - The *Emergency Act* refers to provincial governments. By way of the *Interpretations Act* this equates to the Commissioner-in-Council.

Annex F — Escalation Guide



Annex G — Territorial Emergency Operations Centre (TEOC)

TEOC

The GNWT territorial emergency operations centre (TEOC) is the location from which territorial emergency operations are managed. The TEOC is managed and supported by EMO.

The Division's office suite becomes the facility housing GNWT emergency staff and other critical employees/officers of territorial departments, federal agencies and non-government organizations. If the emergency conditions require enhanced TEOC activities, the TEOC can be expanded to include the entire Executive office suite of the Department on the 6th floor of the Northwest Tower.

The TEOC is located at:

Emergency Services Division
Northwest Tower - 6th Floor
5201-50th Avenue
Yellowknife, Northwest Territories

Telephone - **(867) 873-7944 (normal business hours)**
(867) 873-7554 (24/365 emergency number)
Fax - **(867) 873-8193**

Activation

The Director will activate the TEOC as the situation warrants. Agencies who should be involved will be contacted and representation requested or designated for contact as required.

When the TEOC is fully activated it will include:

- the Director
- the TEOC Coordinator
- operations officers (seconded from other agencies)
- representatives from each agency (based on the participation in the Territorial Emergency Response Committee - Part 3)
- public affairs officers
- telecommunications staff
- administrative support

Responsibilities during GNWT Emergency Operations

Territorial Director

- oversee the operations of the TEOC and GNWT participation in any Joint Support Centre established for a catastrophic event;
- manage the overall GNWT territorial response to an emergency;
- collaborate with the Executive's Director of Communications on implementation of the GNWT Emergency Communications Protocol; and
- keep the Emergency Measures Officer and the Minister informed of the details of any emergency.

TEOC Coordinator

- collect, analyse and disseminate information on incidents, recommend courses of action;
- coordinate operational activities of the territorial government and support organizations;
- maintain communications with the Region/Local Authorities EOCs and with EPC;
- assign resource needs of local/regional or national response agencies to departments to arrange provision;
- approves public advisory materials and recommends press releases; and
- oversee the completion of event reports on each TERC activation.

Operations Officers

- receive, record and disseminate information to representatives for action;
- action operational or logistic requirement requests; and
- maintain action logs and information displays.

Emergency Agency Representatives (on call or present in the TEOC)

- act as a representative of the head of the agency/department;
- maintain a register of resource sources for which their agency is responsible;
- maintain a record of the status of any resources the agency has been tasked to provide or has on order;
- provide information to the operations officers on agency activities; and
- provide input into operational management options and post event reports.

Annex H — Mutual Aid Conditions

The formal request will be initiated by the jurisdiction requiring assistance making contact with the lending jurisdiction.

The lending jurisdiction will provide an initial assessment of the likelihood of being able to meet the request in a timely manner and will confirm details of the assistance including estimated costs.

The lending jurisdiction will be responsible for arranging the appropriate approval and coordination required to dispatch resources.

The recipient jurisdiction will, if so requested, reimburse the lending jurisdiction for all reasonable costs and expenses directly associated with the resources loaned. Unless other arrangements are agreed to by both parties, regular staff salaries will not be included.

Where emergency operations are conducted in more than one jurisdiction, each jurisdiction shall assume operational control over any emergency action undertaken within its territory.

Where cost-shared program funding provided by the Government of Canada is involved in cross-boundary emergency operations, the recipient jurisdiction shall be responsible for recovering all relevant cost-shared expenditures.

Annex I — Emergency Telecommunications

General

The primary communications system for management of territorial emergency response is telephone voice and data. Departments or agencies such as RWED's Forest Management Division, RCMP, CCG, and YARS, etc. may have specialized systems able to serve TERC's operational needs during emergencies.

The primary system for local authorities is telephone and licensed Very High Frequency (VHF) radio systems. Secondary communications systems are commercially available satellite-based telephone systems, and High frequency (HF) radio.

These dedicated systems will generally provide the resources required. However, every responsible authority must be prepared to work through disruptions or to expand the services to meet operational needs.

Services

Telephones

Departments and local authorities will employ normal service links to obtain additional resources. In the event that this arrangement is not sufficient, emergency requests will be directed to the Emergency Services Division

Radio Frequency Systems

Radio amateur services may be used to enhance existing licensed local and departmental systems. Local amateurs should be integrated into local plans. Industry Canada - SITT has agreed to act as the interface with territorial amateur associations for the purpose of emergency planning in NWT.

Yellowknife Amateur Radio Society (YARS)

The primary responsibility for maintaining a territorial GNWT capacity for emergency telecommunications is assigned to YARS through a Memorandum of Understanding (MOU) for the provision of emergency telecommunications services.

Annex J — State of Emergency

General

The Civil Emergency Measures Act provides for a State of Emergency to be declared, should the need arise.

Procedure

The Emergency Measures Officer will recommend to the Minister the need for declaring a State of Emergency.

The Minister will complete a Declaration of a State of Emergency in accordance with Section 11 of the *Civil Emergency Measures Act*.

The Department of the Executive's Press Officer will provide a formal release regarding the details of the Declaration.

Termination

The State of Emergency is terminated by either the lapse of fourteen (14) days or by a pronouncement by the Minister.

Format

DECLARATION _____

WHEREAS an emergency exists in _____ due to _____.

THEREFORE, pursuant to Section 12 of the Civil Emergency Act, I hereby declare that a State of Emergency exists in _____.

_____ and designated officials in charge of emergency operations may do all acts and take all necessary proceedings to protect life and property.

_____ _____

Date Time

Annex K — Coroner's Role in Emergency Response

General

The NWT is served by the Chief Coroner and lay-Coroners from a majority of communities across the territory. Coroners are responsible for investigating the cause of deaths occurring within their area of jurisdiction.

Aim

This Protocol outlines the procedures which must be followed when an accidental death occurs during GNWT or community emergency operations.

Implementation

The request for a Coroner's attendance at an incident site will normally be made by a member of the RCMP, who will then assist as an Officer of the Coroner in the investigation of the death.

Activation

A Coroner's response to a scene may occur under the following circumstances:

- The RCMP Member gains knowledge that an accidental death has occurred.
- The accidental death is reported to a Coroner who has jurisdiction in that area of the NWT.
- The Chief Coroner having knowledge of an accidental death tasks a Coroner to investigate.
- The Emergency Coordinator receives information on an accidental death and informs.

  I. the RCMP Member or in their absence,

  II. the Coroner.

The Coroner, with or without the assistance of the RCMP, will immediately attend to the fatal accident scene or dispatch RCMP officers to determine death and to seize the case.

If the scene is under the control of a GNWT Emergency Site Manager, the Coroner will give notification of his/her presence and requirements, which could include:

- Site security.
- Use of specific equipment.

- Access to a secure communication link to the Chief Coroner's office via the Emergency Operations Centre.

The ensuing investigation of death may be completed in conjunction with the RCMP, or in their absence, may be investigated by the Coroner of jurisdiction with assistance from the Chief Coroner's Office.

Duties and Responsibilities

The list of Coroner's duties related to emergency response include:

1. Conducting inquests:
   - to identify the deceased and determine the circumstances of the death;
   - to inform the public of the circumstances of the death where it will serve some public service;
   - to bring dangerous practices or conditions to the knowledge of the public and facilitate the making of recommendations to avoid preventable deaths; or
   - to inform the public as to dangerous practices or conditions in order to avoid preventable deaths.
2. Arranging for autopsies and the transportation of deceased persons, in conjunction with he Office of the Chief Coroner.
3. Gathering specimens for analysis, where an autopsy is not required/ approved.
4. In cooperation with the RCMP, investigating the circumstances of deaths to determine and establish cause (e.g.) homicide, suicide, accidental or undetermined.
5. Completing administrative duties as outlined in the Coroner's Manual.

Response

Depending upon the circumstances of the situation and how the Coroner becomes aware of the accidental death, he/she may attend at:

- the incident scene,
- the RCMP Detachment, or
- the Emergency Operations Centre.

Regardless of the reporting site, the Coroner will attempt to open communications with the Office of the Chief Coroner to provide notification of the death and the steps proposed to proceed with the investigation.

NB The Coroner may **NOT** hold an inquest for the purpose of determining civil or criminal liability in respect of a death.

Communications

The Chief Coroner may be contacted at:

Tel. (867) 873-7460

Fax (867) 873-0426

Annex L — GNWT Emergency Communications Protocol

Preface

This Emergency Communications Protocol (the "Protocol") is intended to supplement the Northwest Territories Emergency Plan (the "Territorial Emergency Plan"). **The Protocol forms part of the Territorial Emergency Plan and should be read in conjunction with the Territorial Emergency Plan.**

The Protocol is not a communications plan or step-by-step guide to emergency communications. The Protocol describes how the GNWT will coordinate its communications efforts to ensure that clear, consistent and timely messages are communicated to the media and the general public in times of emergency.

The Protocol comes into effect when two or more GNWT departments respond to an emergency situation. Communications for emergencies requiring the response of only one department may be handled according to the emergency communications procedures set out by that department.

1. Introduction

Communication is key to managing an emergency. Demands for information about an emergency situation will grow rapidly. Public opinion will form quickly and will be based largely on media reports. This means careful attention must be paid to who talks to the media, what they say and when they say it. The most effective way of avoiding negative publicity and misinformation is to be there first, ready and willing to provide necessary information.

Managing information during an emergency requires careful thought and coordination. Clear and consistent information must be provided to the public and media in a timely fashion to minimize the spread of rumours and false information. Care must be taken to coordinate messages from different government sources to ensure that contradictory information does not create confusion among the public.

This Protocol establishes guidelines on how departments will work together during emergency situations. As much as is possible, the Protocol relies on existing GNWT communications procedures and departmental communications staff to carry out emergency communications duties. **It is the responsibility of departments to ensure that individuals with designated emergency communications responsibilities receive adequate media relations and communications training.**

This Protocol is designed to ensure a consistent flow of information in the event an emergency. *To be effective, it requires that all GNWT staff with emergency* communications responsibilities clearly understand their function as a member of the emergency communications team. They must each recognize their responsibility and must be committed to performing that function until the emergency is over.

The Protocol is based on the premise that the territorial interest in communications will differ with different levels of emergency, (defined elsewhere in this document) and that the roles and responsibilities of communicators will vary accordingly.

This Protocol applies primarily to the communication of information about GNWT emergency response to the media and, through the northern print and broadcast media, to the general public. Residents directly affected by an emergency have different and more immediate communications needs than the general public and these are best met through more direct means of communication. Direct communication with evacuees and other affected residents will be the responsibility of the joint emergency response committee established at the time of the emergency.

2. Purpose

The Protocol sets forth a process for ensuring effective communications by the Government of the Northwest Territories during an emergency.

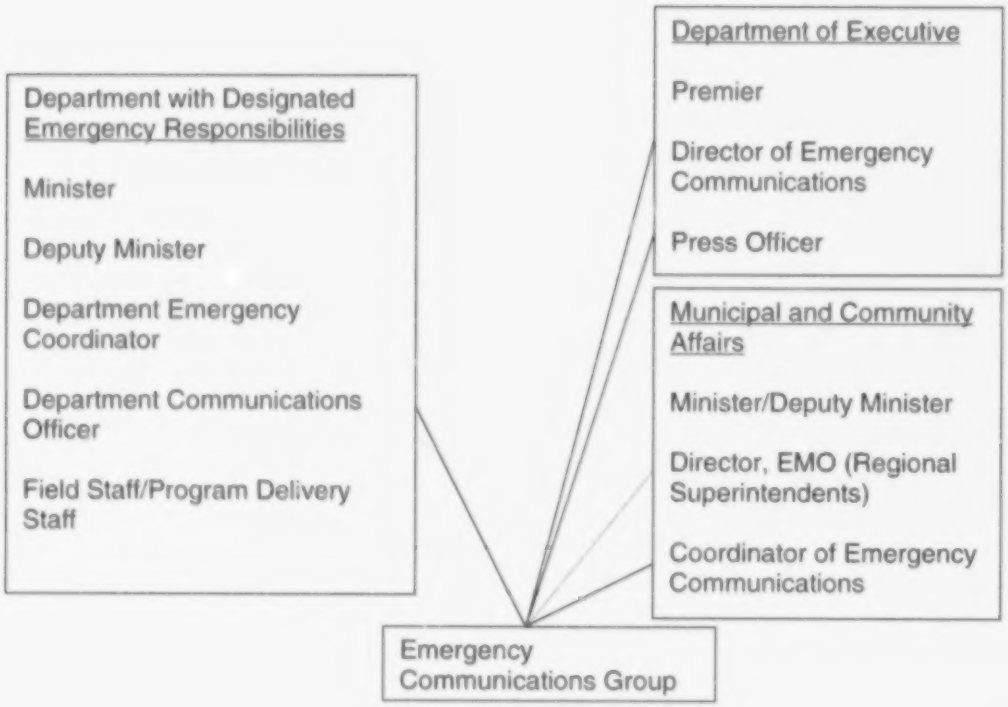
The purpose of the Protocol is to:

1. Identify members of the GNWT public service who have a role to play in emergency communications;
2. Establish specific responsibilities related to each role;
3. Establish a process for communications which defines how the identified roles will relate to one another;
4. Establish standard tools/mechanisms for emergency communications.

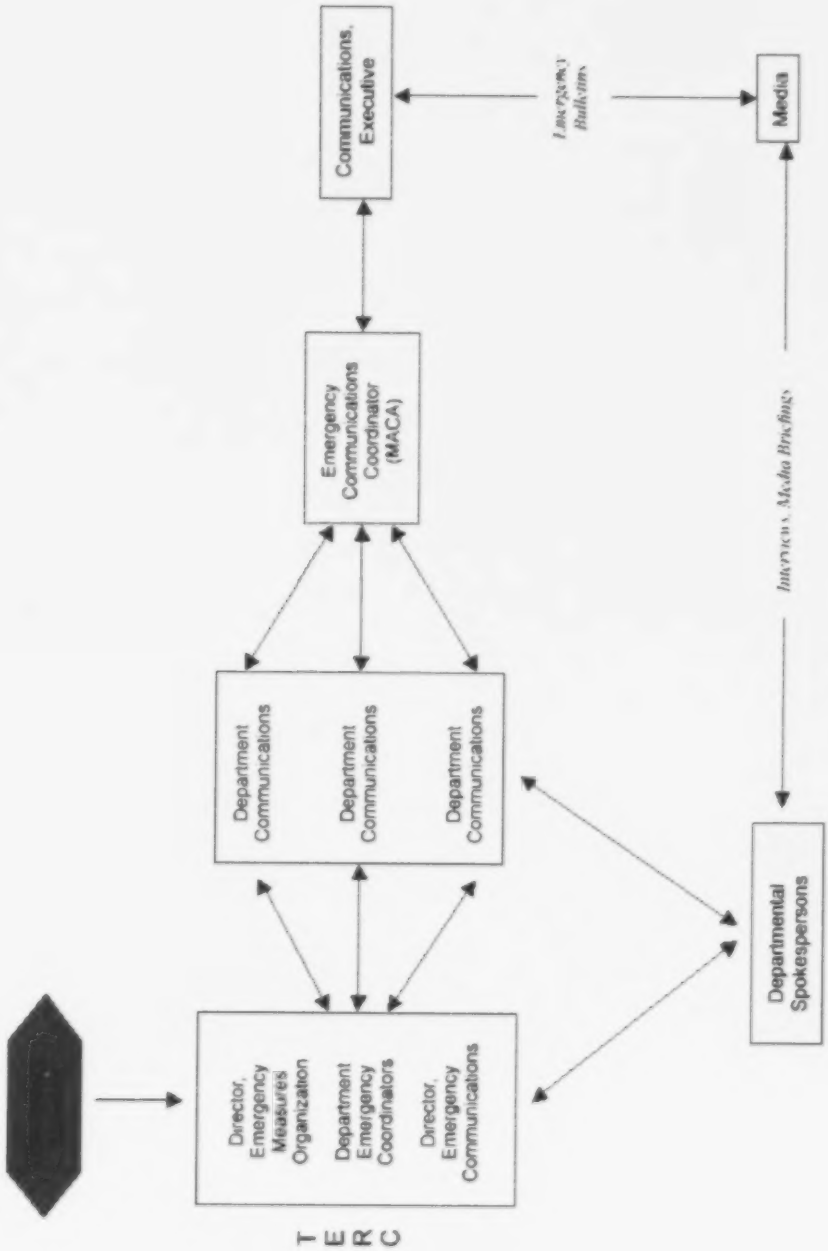
Individual departmental emergency communications procedures are not addressed in this Protocol. Individual departments should establish their own emergency communications procedures, consistent with the approach outlined in this Protocol, as part of their overall emergency response planning.

3. Communications Players

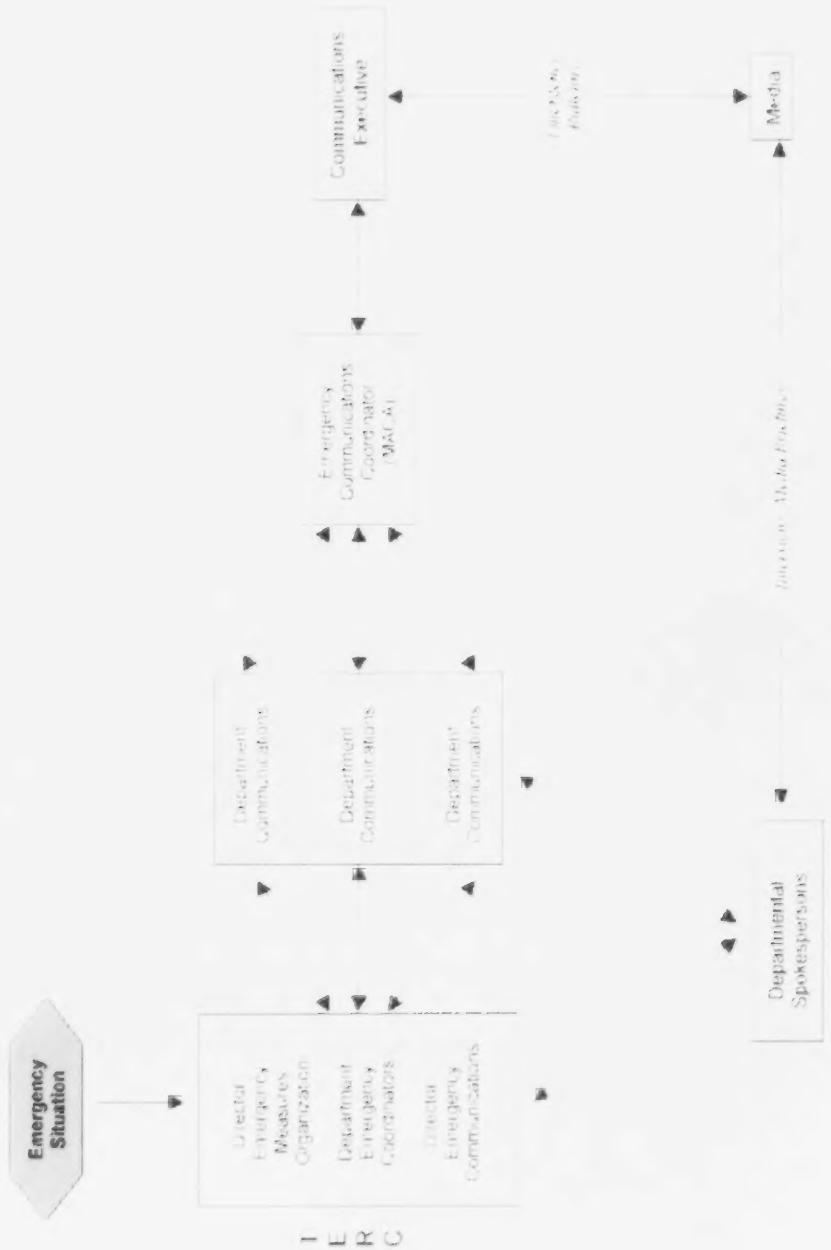
The following positions have responsibilities with respect to emergency communications:



4. Emergency Communications Information Flow



4. Emergency Communications Information Flow



5. Roles

A. Communications Facilitators

Director of Emergency Communications

At the time of a declared emergency, the Director of Communications, Department of Executive, will assume the role of Director of Emergency Communications.

The role of the Director of Emergency Communications is one of management, oversight and overall coordination of the Emergency Communications Group. The Director of Emergency Communications is responsible to:

- Manage the process, amongst the various communications players, to ensure consistency, coordination and an effective balance of workload;
- Provide guidance and direction to the Emergency Communications Group;
- Designate a relief Coordinator of Emergency Communications, should one be required;
- Act as a liaison with Deputy Ministers should issues arise regarding the participation of departmental representatives on the Emergency Communications Group;
- Participate as a member of the Territorial Emergency Response Committee (TERC) or delegate this authority to the Coordinator of Emergency Communications or other official as appropriate;
- Ensure coordinated, strategic political messaging from the Premier and Cabinet.

Press Officer

All written emergency communications (i.e. press releases and emergency bulletins) from the GNWT will be issued through the press office. As well, all political communications, such as Minister's press briefings and media interviews will be coordinated through the press office. The role of the Press Officer is that of media liaison on behalf of the Premier and Cabinet and "gatekeeper" of written emergency communications from the GNWT.

Under the direction of the Director of Emergency Communications, the Press Officer is responsible to:

- Ensure the coordination of written messaging by the GNWT during an emergency;
- Liaise with the Coordinator of Emergency Communications to clarify discrepancies and coordinate messages across departments;
- Advise the Coordinator of Emergency Communications of any perceived inconsistency in information to be distributed;

- Monitor media reaction to information and advise the Coordinator of Emergency Communications of possible issues.

Coordinator of Emergency Communications

The Communications Officer, Municipal and Community Affairs (MACA), at the time of a declared emergency, will assume the role of Coordinator of Emergency Communications.

The role of Coordinator of Emergency Communications is that of "traffic cop" for the sharing and coordination of operational communications about emergency response. The Coordinator of Emergency Communications will assume hands-on responsibility for the release of coordinated information to the media and the public.

The Director of Emergency Communications, Executive, will play a supporting role, providing advice and support to the Coordinator of Emergency Communications.

The Coordinator of Emergency Communications is responsible to:

- Coordinate daily briefings and information sharing for Departmental Communications Officers—with support of the Press Officer;
- Coordinate the preparation of all Emergency Bulletins by gathering, compiling and reconciling emergency response information from across Government;
- Identify gaps and coordinate with Departmental Communications Officers to obtain additional required information;
- Ensure that emergency communications are coordinated, comprehensive and timely.

Departmental Communications Officers

During an emergency, the role of Departmental Communications Officers is to lead the Department's communications effort. Departmental Communications Officers are responsible to:

- Provide advice and support to their department on the development of messages and the provision of information;
- Work with departmental response staff to prepare and distribute information on the department's emergency response;
- Act as a conduit for information flowing to and from technical experts in the field;
- Coordinate the department's response to requests for information from the media and public;
- Keep the Coordinator of Emergency Communications advised of media requests;
- Monitor media reaction to information and advise the Coordinator of Emergency Communications of possible issues.

Emergency Communications Group

The Emergency Communications Group is composed of the Director of Emergency Communications, the Press Officer, the Coordinator of Emergency Communications and Departmental Communications Officers. The Director of EMO is an ex-officio member of the Emergency Communications Group. Together, the members of the Emergency Communications Group are responsible for implementing the Protocol.

The Emergency Communications Group is established at the request of the Director of EMO or whenever the GNWT's response to an emergency involves more than one department, regardless of the level of emergency.

The Director of EMO will contact the Director of Communications to request activation of the Emergency Communications Group. The Director of EMO will determine at what point the GNWT's operational response to an emergency involves more than one department.

The Director of Communications will activate the Emergency Communications Group upon request by the Director of EMO. Membership of the group will be composed of those departmental representatives whose departments are involved, or have the potential to become involved, in the emergency response.

B. Spokespersons - Operational

Deputy Ministers

The Deputy Ministers of departments with designated emergency responsibilities are the key public service spokespersons on behalf of their departments. Deputy Ministers may delegate their emergency communications responsibilities at their discretion.

The messaging will be non-political in nature and will pertain to the emergency operations of the department during an emergency.

The primary vehicle for the delivery of such messaging will be through interviews with the media as required and/or requested.

Director, Emergency Measures Organization (EMO)

The Director of EMO is the key public service spokesperson delivering messages regarding the activities of the Emergency Measures Organization and the GNWT's government-wide response during an emergency. **The Director of EMO will coordinate communications with the Director of Emergency Communications.**

The primary vehicle for the delivery of such messaging will be through interviews with the media as required and/or requested.

Department Communications Officers

Department Communications Officers are responsible for facilitating their department's response to media and/or public inquiries.

Field and/or Program Delivery Staff

Department Field Staff or Program Delivery Staff are the key spokespersons responsible for providing technical information about the department's emergency response to the public and the media. Such communication will be at the discretion of the Deputy Minister and done in consultation with the Department Communications Officer.

C. Spokespersons - Political

Premier and Cabinet

The Premier and/or Ministers responsible for departments with designated emergency responsibilities are the key elected spokespersons delivering messages to the public and media during emergencies.

Their messaging will be **political** in nature **as opposed to operational**. The Premier is the key spokesperson on the activities of the government as a whole or the activities of more than one department. Individual Ministers are the key spokespersons regarding the activities of their departments.

The Director of Emergency Communications is responsible for ensuring the coordination and consistency of political messaging. The Director of Emergency Communications will inform the Director of EMO, Deputy Ministers and departmental Communications Coordinators of any political messaging.

The primary vehicles for the delivery of political messaging will be the news release and press conference (see Section 8 – Communications Tools).

Press Officer

The Press Officer is responsible for responding to the media, on behalf of the Premier and Cabinet in the event that they cannot be reached for comment.

6. Audiences

Emergency communications may be targeted towards different key audiences, for differing purposes:

A. The media

The media has a responsibility to gather information related to the emergency for publication or broadcast. Accurate and timely information to the media will help to reduce misinformation.

B. The general public

Accurate, reliable and straightforward information should be provided to the public on a timely basis. The public should be advised about what has occurred, what the risks are and what is being done to remedy the situation. Northern residents are a key focus, particularly those who may be threatened or impacted by an emergency.

C. Communities

Local authorities are the first level of response in the event of an emergency. The GNWT has an interest in ensuring that communities are provided with the support they require to communicate effectively during an emergency.

D. Affected Residents

People who are directly impacted by an emergency have direct and urgent information requirements. These requirements are often related to the security of life and property as it relates to the process of evacuation. Meeting the information needs of those directly affected by an emergency, or as a result of an evacuation, is beyond the scope of this Protocol. It is expected that departments or agencies with specific responsibility for evacuation will, in their emergency planning, make provisions for information to evacuees.

At the time of an emergency, direct communications with affected residents will be carried out under the direction of the specific emergency response committee established for that emergency. **Emergency response committees will be responsible for communicating with affected residents in any of the official languages of the Northwest Territories, as necessary.**

The role of the Emergency Communications Group in communicating with affected residents is to publish contact information and to put people in touch with the appropriate responsible authorities. Members of the Emergency Communications Group are available to provide advice to responsible departments to assist in communicating with evacuees.

7. Process

The Territorial Emergency Plan identifies three different levels of emergency. Each level of emergency calls for a different level of response from the GNWT, therefore, the "territorial interest" in communications differs according to the level of emergency. GNWT emergency communications activities will also differ according to the level of emergency.

Level 1 – Local Control

During a Level 1 emergency, direction and control of emergency operations are the responsibility of the Local Authority.

The territorial interest with respect to communications in a Level 1 emergency is to provide any support required in response to a specific request by the local authority. This assistance may include but is not limited to: technical support in disseminating information; advice and guidance in dealing with the media and public requests for information; assistance in coordinating information; providing information on the emergency or any other activities being undertaken by the GNWT in support of the local authority.

During a Level 1 Emergency, the following steps shall be taken:

1. The Director of EMO will contact and inform the Director of Emergency Communications that a Level 1 emergency is underway;
2. The Director of Emergency Communications will contact and inform the Emergency Communications Group that a Level 1 emergency is underway;
3. The Emergency Communications Group will monitor the situation and provide assistance as requested or required.

Level 2 – Territorial Control

Level 2 emergencies may or may not be accompanied by a GNWT official declaration of a State of Emergency. At any point during the course of a Level 2 emergency, the GNWT may declare a State of Emergency. During a Level 2 emergency, the Local Authority will normally continue to coordinate the response of local agencies.

The territorial interest in a Level 2 emergency is where the GNWT assumes overall responsibility for the emergency and for the related communications.

During a Level 2 emergency, the following steps shall be taken:

1. The Director of EMO will contact and inform the Director of Emergency Communications that a Level 2 emergency is underway;
2. The Director of Emergency Communications will call a meeting of the Emergency Communications Group to advise of the situation and coordinate activities;
3. With advice and input from the Director of EMO, the group will ascertain which departments have immediate and incipient communications responsibilities.

As a Level 2 emergency proceeds, the following steps shall be taken:

1. The Coordinator of Emergency Communications and the Press Officer will attend operational briefings of the Territorial Emergency Response Committee (TERC). In consultation with the Director of EMO, the Coordinator of Emergency Communications will identify the need for media briefings.
2. The Director of Emergency Communications will organize meetings of the Emergency Communications Group, as required, to address any concerns regarding, workload, overall organization, and management of the Group. The Director of Emergency Communications may delegate this responsibility to the Coordinator of Emergency Communications as appropriate;

3. The Director of Emergency Communications will work with Deputy Ministers and the Director of EMO to resolve any coordination issues as they arise;
4. The Director of Emergency Communications, in consultation with the Director of EMO and Department Emergency Coordinators will determine when the scope of the emergency becomes large enough that it becomes necessary to relocate members of the Emergency Communications Group to a designated Emergency Operations Centre.

Level 3 – Major Emergencies

No single agency or government has the stand-alone capacity to manage a major emergency or catastrophic event. A Joint Support Centre will be activated in Yellowknife in accordance with the Joint Support Plan for Major Emergencies in the NWT. During a Level 3 emergency, members of the Emergency Communications Group will participate along with communications experts from partner agencies as members of the Joint Support Centre.

8. Communications Tools

A. The following communications tools will be used for operational messaging during emergencies:

1. Emergency Bulletins

Emergency Bulletins are the main source of factual, timely information on a specific emergency and the GNWT's activities with respect to handling the emergency. Emergency Bulletins may contain information from one or more departments. **(See Sample - Appendix B)**

Departmental Communications Officers will provide input to the Coordinator of Emergency Communications to develop emergency bulletins. The Coordinator of Emergency Communications will work with the Press Officer to finalize Emergency Bulletins. The Press Officer will issue all emergency bulletins.

Note: After Hours Emergencies — Where an emergency involving two or more departments occurs outside normal office hours and requires immediate notification of the media, an interim Emergency Bulletin may be issued at the discretion of the responsible Emergency Measures Organization official.

Where an emergency involving only one department occurs outside normal working hours and requires immediate notification of the media, an interim Emergency Bulletin may be issued at the discretion of the departmental official responsible.

At the beginning of the next working day, the Director of Emergency Communications must be notified of all interim Emergency Bulletins issued by departments.

2. Media Briefings

Media briefings are formally scheduled events designed to allow for the provision of factual and/or technical information to the media by Deputy Ministers, the Director of EMO or by technical experts, such as field or program delivery staff.

Media briefings will be held at the discretion of TERC, in consultation with the Coordinator of Emergency Communications, the Press Officer and departmental Communications Officers.

3. Media Interviews

Media interviews are granted on a one-on-one basis at the request of individual journalists. Media interviews may be given by departmental spokespersons in accordance with departmental emergency communications plans. It is the responsibility of departments to ensure that individuals with designated emergency communications responsibilities receive adequate media relations and communications training.

B. The following communications tools will be used for political messaging during emergencies:

4. Press Releases

Press releases are used by the Ministers of departments with designated emergency responsibilities, to provide political commentary on their department's activities.

5. Press Conferences

Press conferences are designed to allow the Premier and Cabinet to provide political commentary to the media on the GNWT's emergency response. The Press Officer will coordinate all press conferences.

9. Emergency Operations Centre

An Emergency Operations Centre is established under the NWT Emergency Plan.

The decision to relocate members of the Emergency Communications Group to an Emergency Communications Centre will be made by the Director of Emergency Communications, in consultation with the Director of EMO.

Attachment A —Departmental Communications Contacts

Director of Emergency Communications
Department of the Executive - April Taylor
Tel: (867) 669-2302
Fax: (867) 873-0111
Cell: (867) 873-1080

Press Officer
Department of the Executive - Drew Williams
Tel: (867) 669-2304
Fax: (867) 873-0111
Cell: (867) 669-1720

Coordinator of Emergency Communications
Municipal and Community Affairs - Shaun Dean
Tel: (867) 873-7512
Fax: (867) 873-0152

Departmental Emergency Communications Officers

Aboriginal Affairs - Julia Heyland
Tel: (867) 920-6989
Fax: (867) 873-0233

Education, Culture and Employment - Janet Leader
Tel: (867) 920-6222
Fax: (867) 873-0155

Finance - Bill Setchell
Tel: (867) 873-7158
Fax: (867) 873-0325

Financial Management Board Secretariat - Carol Anne Owen
Tel: (867) 873-7087

Health and Social Services - Karen Willy
Tel: (867) 920-8927
Fax: (867) 873-0484

Housing Corporation - Greg Barton
Tel: (867) 873-7824

Justice - Judy Langford
Tel: (867) 920-3130
Fax: (867) 873-0307

Legislative Assembly - Pamela Colquhoun
Tel: (867) 669-2230
Fax: (867) 920-4735

Public Works and Services - Charlotte Babicki
Tel: (867) 873-7445
Fax: (867) 873-0100

Resources, Wildlife and Economic Development - Tracy St. Denis
Tel: (867) 873-7134
Fax: (867) 873-0114

Transportation - Dale Thomson
Tel: (867) 920-7712
Fax: (867) 873-0363
Cell: (867) 444-1195

Attachment B — Sample Emergency Bulletin

EMERGENCY BULLETIN

October 29, 2001 Updated at: 2:28 PM

Emergency Communications

Communications Division
Department of the Executive – GNWT

Example: **A forest fire is nearing the highway near Rae. Fire crews are monitoring the situation and the community has been put on evacuation alert. Information will be updated, as it becomes available.**

MACA
(Insert information here)

H&SS
(Insert information here)

RWED
(Insert information here)

DOT
(Insert information here)

For further information, contact: Emergency Communications Office
Communications Division, Executive
Tel: (867) 669-2304
Cell: (867) 669-1720